

Demand for Grants 2022-23 Analysis

Home Affairs

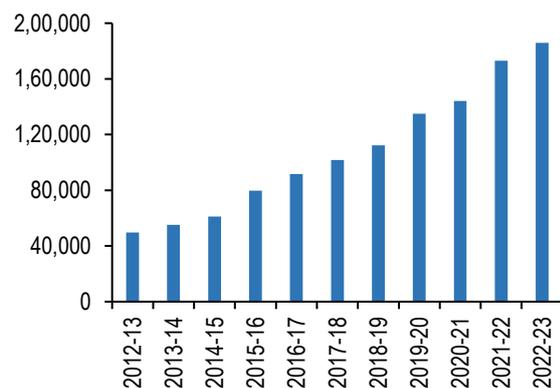
The Ministry of Home Affairs is responsible for matters concerning internal security, central armed police forces, border management, disaster management, census, and centre-state relations. In addition, the Ministry makes certain grants to union territories (UTs), since they are not covered by the Finance Commission’s recommendations on devolution and, thus, do not have any share in central taxes. This note analyses the expenditure trends and budget proposals for the Ministry of Home Affairs for 2022-23, and discusses issues across the sectors administered by the Ministry.

Overview of Finances

In 2022-23, the Ministry of Home Affairs has been allocated Rs 1,85,777 crore. This is an increase of 7% over the revised estimates for 2021-22 (Rs 1,73,083 crore). The budget for the Ministry constitutes 4.7% of the total expenditure budget of the union government in 2022-23, and is the fourth highest allocation.

Figure 1 shows the expenditure of the Ministry between 2012 and 2023. Since 2019, expenditure of the Ministry also includes grants to the newly formed UTs of Jammu and Kashmir, and Ladakh. The average annual growth rate in expenditure over the last ten years has been 14.3%.

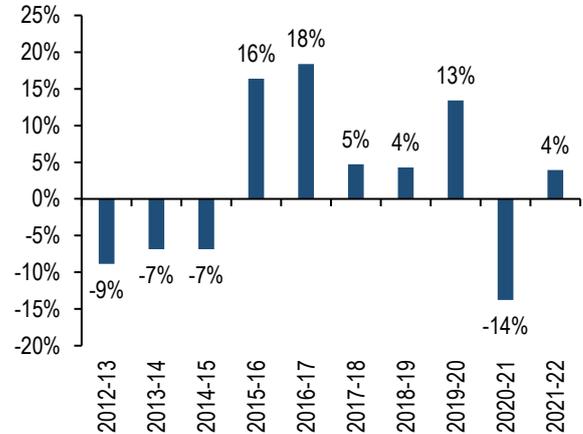
Figure 1: Expenditure of the Ministry of Home Affairs (2012-23) (in Rs crore)



Note: Figures for 2021-22 are Revised Estimates and for 2022-23 are Budget Estimates.
Source: Union Budgets 2014-15 to 2022-23; PRS.

Figure 2 shows the percentage of over/under utilisation of funds allocated to the Ministry between 2012-13 and 2021-22. Since 2015-16, the expenditure of the Ministry has been higher than the budgeted expenditure in all years except in 2020-21, when the actual expenditure was 14% lower than the allocation. This was due to restricted spending by the government owing to the COVID-19 pandemic.¹

Figure 2: Budget estimates v/s actual expenditure (2012-22) (in Rs crore)



Note: Figures for 2021-22 are Revised Estimates.
Source: Union Budgets 2013-14 to 2022-23; PRS.

Of the Ministry’s total budget for 2022-23, (i) 63% of the expenditure is on police, (ii) 32% is on grants to UTs, and (iii) 5% is on miscellaneous items such as disaster management, rehabilitation of refugees and migrants, and conducting the Census. Table 1 shows the allocations to these three heads.

Table 1: Ministry of Home Affairs budget estimates (2022-23) (in Rs crore)

Major Head	2020-21 Actuals	2021-22 Revised	2022-23 Budget	% Change (BE 2022-23/ RE 2021-22)
Police	91,611	1,09,266	1,17,688	8%
UTs	47,605	57,533	58,757	2%
Others	5,042	6,284	9,332	49%
Total	1,44,258	1,73,083	1,85,777	7%

Note: BE – Budget Estimates, RE – Revised Estimates.
Expenditure under ‘Others’ includes disaster management and administrative matters.
Source: Union Budget 2022-23; PRS.

Police: Expenditure on police includes allocation towards the Central Armed Police Forces, the Intelligence Bureau, and the Delhi Police. For 2022-23, Rs 1,17,688 crore has been allocated towards police. This is an increase of 8% over the revised estimates for 2021-22.

Grants and loans to UTs: In 2022-23, Rs 58,757 crore has been allocated towards grants and loans for the administration of UTs. This is an increase of 2% over the revised estimates for 2021-22 (Rs 57,533 crore). The allocation to the UTs of Jammu and Kashmir, and Ladakh (both formed after the reorganisation of the former state of Jammu and Kashmir in 2019) is 71% of the total amount allocated to all UTs.

Other items: Other expenditure items of the Ministry include disaster management, rehabilitation of refugees and migrants, and administrative matters (relating to the Census, the secretariat and Cabinet). In 2022-23, these items have been allocated Rs 9,332 crore. This is 49% higher than the revised estimates for 2021-22 (Rs 6,284 crore). This is primarily on account of increase in allocation towards the Census survey and the office of the Registrar General of India, from Rs 520 crore (at the revised estimate stage) in 2021-22 to Rs 3,676 crore in 2022-23.

Analysis of key areas of expenditure

Police

In 2022-23, Rs 1,17,688 crore has been budgeted for police expenditure. This includes allocations to various police organisations, including: (i) the Central Armed Police Forces, primarily responsible for border protection and internal security, (ii) Delhi Police, responsible for maintenance of law and order in Delhi, and (iii) Intelligence Bureau, the nodal agency for collection of domestic intelligence. Further, funds are also allocated for modernisation of police, and border infrastructure.

Table 2: Major expenditure items under police (in Rs crore)

Department	2020-21 Actual	2021-22 Revised	2022-23 Budget	% Change (BE 2022-23/ RE 2021-22)
Central Armed Police Forces	73,650	81,396	87,444	7%
Delhi Police*	8,016	11,136	10,096	-9%
Police Infrastructure	1,951	3,023	3,919	30%
Intelligence Bureau	2,351	2,793	3,168	13%
Modernisation of police	2,057	3,346	2,754	-18%
Border Infrastructure	1,534	2,701	2,745	2%
Others**	2,053	4,871	7,562	55%
Total	91,611	1,09,266	1,17,688	8%

Note: *Includes expenditure on traffic management, expansion of communication infrastructure, and induction of latest technology.

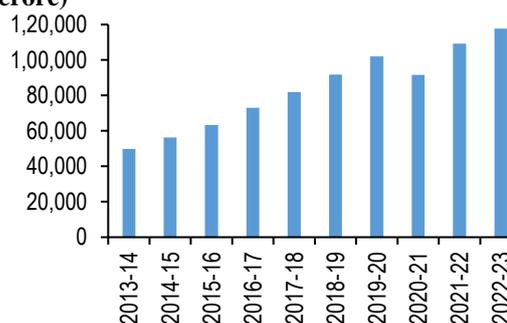
**Includes schemes for safety of women, central police organisations, and Land Port Authority of India.

BE – Budget Estimates, RE – Revised Estimates.

Source: Union Budget 2022-23; PRS.

The total budget for police in 2022-23 has increased by 8% over the revised estimates for 2021-22. Over the last ten years (2013-23), expenditure on police has increased at an average annual rate of 10.3% (Figure 3).

Figure 3: Expenditure on police (2013-23) (in Rs crore)

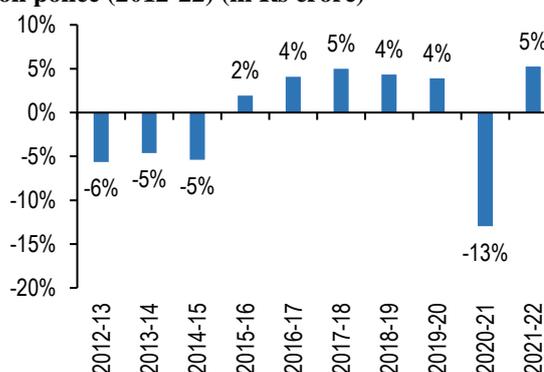


Note: Revised Estimates used for 2021-22 and Budget Estimates for 2022-23. Actuals used for all other years.

Source: Union Budgets 2015-16 to 2022-23; PRS.

Figure 4 shows the percentage over/under utilisation of the amount budgeted for police from 2012-22. Since 2015-16, the actual expenditure on police has been higher than the budget estimate, except in 2020-21, when spending was 13% lower than the budget.

Figure 4: Budget estimates v/s actual expenditure on police (2012-22) (in Rs crore)



Note: Figures for 2021-22 are Revised Estimates.

Source: Union Budgets 2013-14 to 2022-23; PRS.

Central Armed Police Forces

The Central Armed Police Forces (CAPFs) comprise seven forces: (i) the Central Reserve Police Force (CRPF) which assists in internal security and law and order, (ii) Central Industrial Security Force (CISF) which protects vital installations (such as airports) and public sector undertakings, (iii) the National Security Guard (NSG) which is a special counter-terrorism force, and (iv) four border guarding forces, namely, the Border Security Force (BSF), the Indo-Tibetan Border Police (ITBP), the Sashastra Seema Bal (SSB), and the Assam Rifles (AR). Table 13 in the Annexure shows the expenditure on each of the CAPFs in the past ten years.

The CAPFs have been allocated Rs 87,444 crore in 2022-23. This accounts for 74% of the expenditure on police, and is 7% higher than the revised estimates for 2021-22 (Rs 81,396 crore). Of this, the highest expenditure is towards the CRPF, which will receive 34% (Rs 29,325 crore) of the total allocation for CAPFs, followed by the BSF, which will receive 27% (Rs 22,718 crore) of the allocation.

In 2022-23, out of the total spending on CAPFs, only 2% is on capital expenditure, while the remaining 98% is on revenue expenditure. This is in line with the average trend in the last ten years (Table 3). Capital expenditure includes spending on procuring machinery, equipment and vehicles, while revenue expenditure includes spending on salaries, arms and ammunition, and clothing. Note that the capital component does not include funds for construction.

Table 3: Revenue vs Capital Expenditure for CAPFs (2013-23) (in Rs crore)

Year	Revenue	% Revenue	Capital	% Capital
2013-14	34,679	98%	651	2%
2014-15	39,333	98%	654	2%
2015-16	43,935	98%	734	2%
2016-17	51,529	98%	946	2%
2017-18	56,801	98%	1,206	2%
2018-19	66,507	98%	1,164	2%
2019-20	74,366	98%	1,306	2%
2020-21	72,796	99%	855	1%
2021-22	80,391	99%	1,005	1%
2022-23	85,648	98%	1,796	2%

Note: Figures for 2021-22 are Revised Estimates and for 2022-23 are Budget Estimates. Figures for all other years are actuals. Source: Union Budgets 2015-16 to 2022-23; PRS.

Vacancies

As on January 1, 2020, 10% of the total sanctioned posts in CAPFs were vacant.² Of these vacancies, 26% were in BSF and 24% in the CRPF. Table 4 shows the percentage of vacancies in each CAPF.

Table 4: Vacancies in CAPFs (as of January 2020)

CAPFs	Sanctioned Strength	Actual Strength	% Vacancies
CRPF	3,24,340	2,99,410	8%
BSF	2,65,173	2,37,750	10%
CISF	1,62,541	1,41,650	13%
SSB	97,244	78,809	19%
ITBP	89,567	82,631	8%
AR	66,408	60,524	9%
NSG	10,844	9,857	9%
Total	10,16,117	9,10,631	10%

Note: CRPF – Central Reserve Police Force; BSF – Border Security Force; CISF – Central Industrial Security Force; SSB – Sashastra Seema Bal; ITBP – Indo-Tibetan Border Police; AR – Assam Rifles; NSG – National Security Guard. Source: Bureau of Police Research and Development; PRS.

The Standing Committee on Home Affairs (2019) noted that continued vacancies were observed in the CAPFs.^{3,4} The Standing Committee (2018) observed that there was a lack of planning and estimation of future vacancies, leading to delays in recruitment.⁵ It recommended the Ministry to proactively identify and report vacancies to recruitment agencies on time.

Modernisation of CAPFs

The Modernisation Plan II (2012-17) aimed at providing financial support to CAPFs for arms, clothing, and equipment. The Estimates Committee (2018) noted that the procurement process under the Modernisation Plan was cumbersome and time-consuming.⁶ It recommended the Ministry to take action to address bottlenecks in procurement. It also recommended the Ministry and CAPFs to hold negotiations with ordnance factories and manufacturers to ensure uninterrupted supply of equipment and other infrastructure.⁶

In 2022-23, the Modernisation Plan IV has been allocated Rs 248 crore, up from the revised estimate for 2021-22 (Rs 100 crore).

The 15th Finance Commission (2021) recommended establishing the Modernisation Fund for Defence and Internal Security to bridge the gap between budgetary requirements and allocation for capital outlay in defence and internal security. The fund will have an estimated corpus of Rs 2.4 lakh crore over 2021-26.⁷

Training and management

All CAPFs have set up training institutes to meet their training requirements and impart professional skills on specialised topics. The Estimates Committee (2020) recommended that the contents of training should include latest technologies such as IT and cyber security alongside conventional training.⁸ The Standing Committee on Home Affairs (2022) noted that the CAPFs are often roped in to assist state police forces to contain regional issues such as naxalism and organised crimes.⁹ It recommended establishing training centres where personnel of both the forces may undergo joint training programmes.

In terms of organisational management, the Standing Committee (2019) highlighted the issue of stagnation in promotion among personnel of the CAPFs. For example, promotion from constable to head constable takes 12-13 years (against the required period of five years) in the ITBP, and 22 years in the CISF.^{5,10} In this context, the Standing Committee (2018) recommended expediting cadre review of the CAPFs to ensure that promotions take place on time.¹⁰

Living conditions

The Standing Committee on Home Affairs (2018, 2019) has highlighted shortfall in housing, poor quality of food, and lack of access to clean drinking water as issues faced by CAPFs personnel.^{3,4,5}

The Standing Committee (2019) observed that the housing satisfaction level as against authorised dwelling units (39%) in the border-guarding CAPFs was quite low.⁴ It noted that the housing problem was even more acute when comparing the satisfaction level against the sanctioned strength. Within the available housing, there was a further shortage of housing for non-gazetted officers. The

government stated that this is primarily due to difficulty in land acquisition and limited executive power at the local level. Housing shortage has also been highlighted as an issue for other CAPFs.⁴ As of November 2021, housing satisfaction level in CAPFs was 47% as against authorised dwelling units.¹¹

Further, CAPFs also face challenges pertaining to food quality and access to drinking water. In case of the border guarding CAPFs, the Standing Committee (2019) observed that it was difficult to ensure a regular supply of nutritious food due to postings in remote areas. Additionally, as per government estimates, 82% of ITBP, 78% of SSB, 43% of AR, and 16% of BSF out-posts had not been provided with potable water. The Committee, thus, recommended routine inspection of the quality and supply of food, and to ensure continued access to water for personnel.^{3,4,5} For other CAPFs, it recommended establishing location-specific systems of procurement and provision of food, and ensuring quality checks through external food inspections.⁴

Mobility and connectivity in border areas

Mobility of border guarding forces is an issue which affects their operational efficiency.⁵ The Standing Committee on Home Affairs (2018) noted that there is: (i) a shortage of 4,210 km of road at the Indo-Pakistan and Indo-Bangladesh border where BSF personnel are located, and (ii) a lack of adequate all-weather roads in remote areas where Assam Rifles personnel are posted.⁵ The Standing Committee (2019) also noted that there is no provision for mobile connectivity in many border outposts, and recommended the Ministry to provide optical fibre cable connectivity and expand telecom connectivity.

In 2022-23, Rs 2,745 crore has been budgeted for border infrastructure and management (Table 5). This is an increase of 2% over the revised estimates for 2021-22 (Rs 2,701 crore). This includes allocations for maintenance of border works, border check posts and out posts, and capital outlay for various items including barbed wire fencing, construction of roads, and hi-tech surveillance on the Indo-Bangladesh and Indo-Pakistan borders.

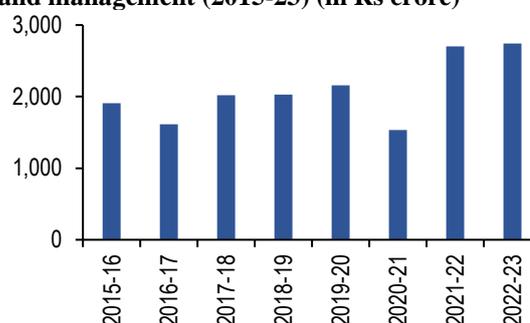
Table 5: Expenditure related to border infrastructure and management (in Rs crore)

Department	2020-21 Actuals	2021-22 Revised	2022-23 Budget	% Change (BE 2022-23/ RE 2021-22)
Maintenance and Border Check post	226	314	228	-28%
Capital Outlay	1,308	2,387	2,517	5%
Total	1,534	2,701	2,745	2%

Note: BE – Budget Estimates, RE – Revised Estimates.
Source: Union Budget 2022-23; PRS.

Between 2015-16 and 2022-23, the expenditure on border infrastructure and management has increased at an average annual growth rate of 9%, with a significant increase in 2021-22 (Figure 5).

Figure 5: Expenditure on border infrastructure and management (2015-23) (in Rs crore)



Note: Revised Estimates used for 2021-22 and Budget Estimates used for 2022-23. Figures for all other years are actuals.
Source: Union Budgets 2017-18 to 2022-23; PRS.

Delhi Police

An amount of Rs 10,096 crore has been allocated to the Delhi Police in 2022-23. This is 9% lesser than the revised estimates for 2021-22 (see Table 2).

Vacancies and inadequate women representation

As on March 15, 2021, 15% of the total sanctioned posts in the Delhi Police were vacant.¹² Vacancies in Delhi Police from 2015 to 2021 are given in Table 6.

Table 6: Vacancies in Delhi Police (2015-21)

Year	Sanctioned strength	Actual strength	% Vacancies
2015	82,242	77,083	6%
2016	82,242	76,348	7%
2017	84,417	82,979	2%
2018	86,531	74,712	14%
2019	91,963	82,190	11%
2020	91,962	82,195	11%
2021*	94,353	80,074	15%

Note: *as on March 15, 2021.

Source: Bureau of Police Research and Development; Starred Question No. 302, Rajya Sabha, March 24, 2021; PRS.

The Standing Committee on Home Affairs (2014) stated that steps should be taken to assess the actual requirement of police strength to improve the police-population ratio.¹⁴ It recommended that the Delhi Police may take the assistance of the Bureau of Police Research and Development to improve the operational efficiency of the organisation.

Further, the Standing Committee (2021) noted that women were not adequately represented in the Delhi Police.¹³ Despite the Ministry having advised states/UTs to provide 33% reservation to women in their police forces, women representation was less than 14% in the Delhi Police.¹³ The Committee noted that low representation of women in police forces acts as a barrier for women victims of crime seeking to

approach police stations. It recommended the Ministry along with Delhi Police to conduct special recruitment drives to increase the representation of women on priority and in a time-bound manner.

Quality of investigation

The number of cases of crimes reported to and solved by Delhi Police from 2015 to 2018 is given below.

Table 7: Number of cases reported to and solved by the Delhi Police (2015-2018)

Year	Cumulative Cases reported	Cumulative Cases solved	% Cases unsolved
2015	1,91,377	52,091	73%
2016	2,09,519	55,957	73%
2017	2,33,580	81,219	65%
2018*	1,25,668	37,390	70%

Note: Data pertains only to crimes under the Indian Penal Code, 1860.
*Up to July 15, 2018.

Source: Starred Question No. 227, Rajya Sabha, August 8, 2018; PRS.

The Standing Committee on Home Affairs in its report on the functioning of Delhi Police (2014) had recommended that investigation should be separated from law-and-order duties.¹⁴ This is primarily because police personnel were found to be overburdened by a variety of tasks including administration and personal security. In 2015, the Committee was informed that the proposal for creation of additional posts in the Delhi Police for separating functions of investigation from law and order had been cleared by the Ministry of Home Affairs and sent to the Ministry of Finance for approval.¹⁵ In 2021, the Delhi Police Commissioner issued a standing order to ensure segregation of these functions (with exceptions in certain situations) by designating separate inspectors for both functions.¹⁶ The Standing Committee (2014) had also suggested that since investigation requires legal expertise, the training module of Delhi Police must include advanced courses on law and jurisprudence.¹⁴

Corruption and transparency

The Standing Committee on Home Affairs (2014) stated that public perception and anecdotal evidence pointed towards widespread corruption and rent-seeking within the Delhi Police.¹⁴ It also observed that extraneous pressure on investigating agencies was impacting quality of investigations and delaying resolution of cases.¹⁴ In this regard, it recommended several measures including: (i) establishing vigilance squads and ensuring strict follow-up actions to investigations, (ii) prompt enquiry into complaints of corruption, and (iii) mandatory filing of returns of assets by officers of every rank.

The central government has stated that vigilance units of Delhi Police strictly monitor police personnel and are empowered to take suo-moto action. Helplines to complain about instances of corruption have also been established by the Ministry.¹⁷

Intelligence Bureau

The Intelligence Bureau (IB) is responsible for collecting intelligence within India, and is the primary agency for counter-intelligence. In 2022-23, an amount of Rs 3,168 crore has been allocated to the IB, which is 13% higher than the revised estimates for 2021-22 (Rs 2,793 crore).

Multi Agency Centre

In 2000, the central government set up a Group of Ministers (GoM) to comprehensively review the national security framework.¹⁸ The GoM recommended the Ministry of Home Affairs to put in place arrangements for intelligence sharing, in which the IB would play the lead role, along with representatives of the state and central police forces.¹⁸ Based on these recommendations, the Multi Agency Centre was set up in the IB, to collate and share intelligence with all other security agencies.¹⁸ Further, Subsidiary Multi Agency Centres have been set up at the state level to ensure better coordination between intelligence agencies.¹⁸

The Standing Committee on Home Affairs (2017) had observed that state agencies have made lower contribution in the overall inputs received by the Multi Agency Centre.¹⁸ It recommended the Ministry to hold consultations with states to find out the reasons for this low level of contribution. Further, the Committee recommended that there should be a mechanism to perform validity checks on information obtained from other agencies, before it is shared with the Multi Agency Centre.¹⁸

Modernisation of Police Forces

For 2022-23, the central government has made allocations towards four items related to modernisation of police forces. These are: (i) Modernisation of State Police Forces Scheme; (ii) the Crime and Criminal Tracking Network and Systems (CCTNS) scheme; (iii) Security Related Expenditure (SRE) scheme; and (iv) Special Infrastructure Scheme (SIS) for Left Wing Extremist (LWE) Areas.

In 2022-23, Rs 2,754 crore has been allocated for modernisation of police forces, which is 18% lower than the revised estimates for 2021-22 (Table 8). However, there has been a 158% increase in allocation towards the Modernisation of State Police Forces Scheme and the CCTNS scheme.

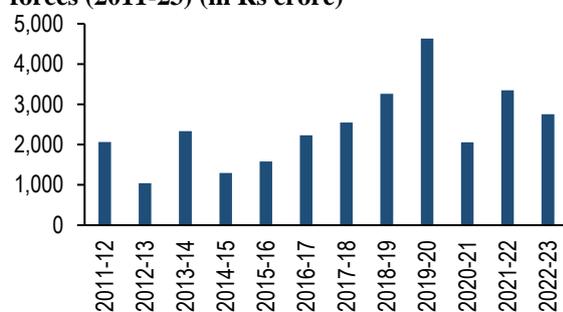
Note that the central government has approved continuation of the umbrella scheme for modernisation of police forces with a central outlay of Rs 26,275 crore for the period 2021-22 to 2025-26.¹⁹ This includes Rs 4,846 crore for modernisation of state police forces, and Rs 18,839 crore for security related expenditure for the UT of Jammu and Kashmir, insurgency-affected north eastern states, and areas affected by left wing extremism.¹⁹

Table 8: Expenditure related to modernisation of police (in Rs crore)

Major Head	2020-21 Actuals	2021-22 Revised	2022-23 Budget	% Change (BE 2022-23/ RE 2021-22)
SRE and SIS for LWE areas	1,897	3,105	2,133	-31%
Modernisation of State Police Forces and CCTNS	160	240	621	158%
Total	2,057	3,346	2,754	-18%

Note: BE – Budget Estimates, RE – Revised Estimates.
Source: Union Budget 2022-23; PRS.

Between 2011-12 and 2022-23, the expenditure on modernisation of police forces has increased at an average annual rate of 15%, despite a reduction in the last three years (Figure 6).

Figure 6: Expenditure on modernisation of police forces (2011-23) (in Rs crore)

Note: Revised Estimates used for 2021-22 and Budget Estimates used for 2022-23. Actuals used for all other years.
Source: Union Budgets 2013-14 to 2022-23; PRS.

Scheme for modernisation of state police forces

The Modernisation of State Police Forces Scheme is a centrally sponsored scheme aimed at reducing the dependence of states on the army and CAPFs for the purposes of internal security and law and order.²⁰ The focus of the scheme is on equipping state police forces with infrastructure such as modern weaponry and communication equipment. It also includes construction of police stations and police housing. Allocation and release of funds under the scheme in the last nine years is shown below.

Table 9: Funds allocated and released under the modernisation scheme (2012-21) (in Rs crore)

Year	Allocation	Funds released
2013-14	1,342	1,338
2014-15	1,398	1,397
2015-16	662	662
2016-17	595	594
2017-18	769	452
2018-19	769	769
2019-20	811	781
2020-21	771	103

Source: Ministry of Home Affairs, Standing Committee on Home Affairs (2022); PRS.

The funds allocated under the modernisation scheme lapse at the end of the year if they are not released to states. Table 9 shows that almost the entire amount allocated under the scheme was released in most years. In other years, funds allocated to most states could not be released, as they had substantial unspent balances and had not submitted utilisation certificates in respect of funds released during the previous year.⁹

The cost-sharing pattern between centre and states under the scheme is: (i) 90:10 for north-eastern and Himalayan states, and (ii) 60:40 for all other states.²¹ The Standing Committee on Home Affairs (2022) recommended bringing more states with strategic international borders under the first category, so that they can avail additional funds under the scheme.⁹ At present, the scheme allows expenditure under two items (viz., mobility, and construction of police infrastructure including housing) only to Jammu and Kashmir, insurgency affected north-eastern states, and districts affected by left wing extremism. The Standing Committee (2022) recommended the Ministry to consider including these items under the scheme for all states/UTs, to help increase the number of operational vehicles and improve the housing satisfaction level of police personnel.⁹

The Standing Committee (2022) noted that as on January 1, 2020, 257 police stations did not have vehicles, 638 police stations did not have telephones, and 143 police stations did not have wireless/mobiles.⁹ Many of these police stations were in sensitive states/UTs (such as Punjab, and Jammu and Kashmir).⁹ The Committee recommended the Ministry to take certain steps in coordination with states for modernising their police forces. These include: (i) setting up adequate manufacturing units for non-lethal weaponry in India, (ii) developing a scientific approach to policing by leveraging technologies such as artificial intelligence and big data, (iii) deploying drones or unmanned aerial vehicles for surveillance of crime hotspots, crowd control, and disaster management, and (iv) installing CCTV cameras in police stations and court premises.

The Comptroller and Auditor General of India (CAG) has highlighted lapses in the implementation of the modernisation scheme in various states. Issues including shortage of modern weaponry, obsolete communication sets susceptible to interception, and slow progress of planned construction work were observed by the CAG in Karnataka (2018), Maharashtra (2017), and Jharkhand (2020).^{22,23,24}

Crime and Criminal Tracking Network and Systems (CCTNS) scheme

CCTNS is a project aimed at creating a nationwide IT-enabled tracking system for investigation of crime and detection of criminals. As on August 11, 2021, Rs 1,949 crore (out of an allocation of Rs 2,000 crore) had been spent on CCTNS since its commencement. The Standing Committee on Home

Affairs (2022) noted that CCTNS has been made operational in all states/UTs.⁹ It recommended integrating CCTNS data in real time with data of courts, prisons, prosecution, and forensics, as part of the Interoperable Criminal Justice System (ICJS). This will reduce duplication of work and errors, speed up trials, and increase police efficiency.

The Committee also recommended digitising certain services rendered by police personnel (such as issuance of passport verification reports, arms license verification reports, and character certificates).⁹ This would not only save citizens from multiple visits to police stations, but also avoid the diversion of police personnel for such routine administrative work and they could be utilised in handling core functions of investigations and maintenance of law and order.

The Standing Committee (2022) noted that FIRs are being registered electronically in 16,074 police stations. It observed that e-FIR facility is presently available in Delhi, Rajasthan, Uttar Pradesh and Odisha for registering certain cases. The Committee recommended the Ministry to coordinate with states to: (i) initiate the facility in the remaining states/UTs, and (ii) extend the facility to non-heinous crimes.

Disaster management

The Ministry of Home Affairs is the nodal ministry for handling all types of disasters other than drought (which is handled by the Ministry of Agriculture).²⁵ Disaster management includes capacity building, mitigation, and response to natural calamities and man-made disasters. Allocation towards various items is shown in Table 10.

Table 10: Expenditure on major items related to disaster management (in Rs crore)

Department	2020-21 Actuals	2021-22 Revised	2022-23 Budget	% Change (BE 2022- 23/RE 2021-22)
National Disaster Response Force	1,030	1,313	1,336	2%
National Cyclone Risk Mitigation Project	76	185	300	62%
Disaster management infrastructure	106	128	86	-33%
Other schemes	113	239	107	-55%
Total	1,324	1,865	1,828	-2%

Note: BE – Budget Estimates, RE – Revised Estimates.
Source: Union Budget 2022-23; PRS.

Currently, the central and state governments share costs for disaster management initiatives. The cost-sharing pattern between centre and states is: (i) 90:10 for north-eastern and Himalayan states, and (ii) 75:25 for all other states. In 2021, the 15th Finance Commission recommended retaining this pattern.⁷

National Disaster Response Force

The National Disaster Response Force is a specialised force responsible for disaster response and relief. For 2022-23, the budget estimate for the Force is Rs 1,336 crore, which is 2% higher than the revised estimates for 2021-22.

The Standing Committee on Home Affairs (2018) noted that there was a standard operating procedure for deployment of the National Disaster Response Force during a disaster, according to which states can requisition for forces.³² However, states may be unable to make optimal assessment of the requirements, which could lead to competing demands for mobilisation of forces in disaster-stricken areas. The Committee, therefore, recommended the National Disaster Management Authority to make an independent assessment of the number of battalions required to be deployed. This would ensure rational assessment of needs and optimal prepositioning of the Force.³²

National Cyclone Risk Mitigation Project

The National Cyclone Risk Mitigation Project (NCRMP) was launched by the Ministry of Home Affairs with the aim of minimising vulnerability in states/UTs that are prone to cyclone hazards. Key objectives of the project include: (i) improving early warning dissemination systems, and (ii) construction and maintenance of cyclone shelters.²⁶

For 2022-23, a budgetary allocation of Rs 300 crore has been made towards this project. This is a 62% increase from the revised estimates for 2021-22.

The Standing Committee (2018) noted that forecasting the rapid intensification of cyclones is an area of concern. It stated that rapid intensification of cyclones is no longer a rare phenomenon due to global warming, and recommended bolstering the existing capacity for advanced cyclone warning.³² The Standing Committee (2020) further stated that commissioning of early-warning dissemination systems in states including Odisha and Andhra Pradesh may increase pre-cyclone preparedness.²² However, it noted that construction had not begun for projects commissioned in 2015, which may have adverse impacts during the cyclonic season.

National Disaster Response Fund

The Disaster Management Act, 2005 mandates the creation of a National Disaster Response Fund and State Disaster Response Funds.²⁷ Relief assistance is provided to states from the National Disaster Response Fund in case of severe natural calamities, where the State Disaster Response Fund is insufficient to cover the required expenditure.²⁸ Allocations to the National Disaster Response Fund are made by the Ministry of Finance, though it is administratively controlled by the Ministry of Home Affairs.²⁸ The National Disaster Response Fund is

financed through the National Calamity Contingency Duty (NCCD) imposed on specified goods under central excise and customs.²⁹ For the year 2022-23, a budgetary allocation of Rs 6,400 crore has been made to the fund, which is a 4% increase from the revised estimates for 2021-22 (Rs 6,130 crore).

Table 11: Budget allocation for National Disaster Response Fund (in Rs crore)

Department	2020-21 Actuals	2021-22 Revised	2022-23 Budget	% Change (BE 2022- 23/ RE 2021-22)
National Disaster Response Fund	5,820	6,130	6,400	4%

Note: Allocation to the National Disaster Response Fund is made by the Ministry of Finance.

BE – Budget Estimates, RE – Revised Estimates.

Source: Union Budget 2022-23; PRS.

The 15th Finance Commission has recommended setting up national- and state-level mitigation funds, in addition to the existing disaster response funds (together known as disaster risk management funds).³⁰ This would address the full cycle of disaster management needs, namely, response and relief, recovery and reconstruction, preparedness and capacity building, and mitigation. The mitigation funds will be used for local and community-based interventions which reduce risks and promote environment-friendly settlements and livelihood practices. Further, the 15th Finance Commission (2021) recommended providing central assistance to states on a graded cost-sharing pattern. States must contribute: (i) 10% of assistance for grants of up to Rs 250 crore, (ii) 20% of assistance for grants of Rs 250-500 crore, and (iii) 25% of assistance for grants of over Rs 500 crore.⁷

Damage assessment

In order to receive assistance from the NDRF, state governments must submit a memorandum indicating the damage and requirement of funds.³¹ On receipt of the memorandum, an Inter-Ministerial Central Team (IMCT) is constituted, which will submit a report after an on-the-spot assessment of the damage. After this, a High-Level Committee approves the amount of relief to be released from the NDRF. Table 15 shows the funds released from the NDRF to seven states in 2021-22.

The Standing Committee on Home Affairs (2018) noted that there was a significant difference between funds sought by state governments and amounts approved by the High-Level Committee.³² The shortfall was more than 70% in most cases, and even more than 95% in some. According to the Standing Committee, a reason for this shortfall could be that by the time the IMCT reaches the disaster-affected area, the signs of disaster are on the verge of diminishing. Thus, it recommended that the IMCT should make a preliminary visit to the affected areas within one week of the disaster. Further, a joint

preliminary damage assessment should be done with the state governments concerned.³²

For recovery and reconstruction assistance from the disaster response funds, the 15th Finance Commission in its report for the year 2020-21 recommended that each disaster should be followed by a post-disaster needs assessment (PDNA).³⁰ This will be undertaken by the state governments for small-scale disasters, and jointly by the central and state governments for disasters of rare severity. The PDNA should cover the damage, loss, recovery and reconstruction needs of different sectors (such as housing, infrastructure, and livelihood), and indicate inter-sectoral needs as well as the annual requirements of each sector. The governments will contribute only part of the requirements of each sector, while the rest will be contributed by the disaster-affected people. The Finance Commission also recommended that there should be a third-party audit of funds released under this mechanism.

Grants to UTs

For 2022-23, Rs 58,757 crore has been allocated towards grants and loans for the administration of UTs. This is an increase of 2% over the revised estimates for 2021-22 (Rs 57,533 crore). Of the total allocation, the highest share is for the UTs of Jammu and Kashmir (61%), and Ladakh (10%). These two UTs were formed after the reorganisation of the former state of Jammu and Kashmir in 2019. Allocation towards each of the UTs is shown below.

Table 12: Expenditure on grants to Union Territories (in Rs crore)

Union Territory	2020-21 Actuals	2021-22 Revised	2022-23 Budget	% Change (BE 2022- 23/ RE 2021-22)
Jammu and Kashmir	30,757	34,704	35,581	3%
Ladakh	2,374	5,958	5,958	0%
Andaman and Nicobar Islands	4,825	5,924	5,704	-4%
Chandigarh	4,224	4,428	4,847	9%
Dadra & Nagar Haveli and Daman & Diu	1,379	2,313	2,374	3%
Puducherry	1,703	1,880	1,730	-8%
Lakshadweep	1,232	1,296	1,395	8%
Delhi	1,112	1,030	1,168	13%
Total	47,605	57,533	58,757	2%

Note: BE – Budget Estimates, RE – Revised Estimates.

Source: Union Budget 2022-23; PRS.

Annexure

Table 13: Expenditure on the Central Armed Police Forces in the last ten years (in Rs crore)

Department	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
CRPF	11,124	12,747	14,327	16,804	18,560	21,974	25,133	24,410	27,307	29,325
BSF	10,294	11,687	12,996	14,909	16,019	18,652	20,254	19,322	21,491	22,718
CISF	4,301	4,955	5,662	6,563	7,614	9,115	10,421	11,218	11,373	12,202
SSB	2,719	3,148	3,418	4,045	4,641	5,420	6,382	6,017	6,940	7,654
ITBP	3,051	3,399	3,773	4,641	5,078	5,699	6,625	6,143	6,965	7,461
AR	3,276	3,450	3,848	4,724	5,031	5,694	5,632	5,499	6,046	6,658
NSG	498	527	569	697	968	1,007	1,114	930	1,151	1,293
Departmental Accounting	66	74	78	92	95	110	111	112	122	132
Total	35,329	39,988	44,669	52,474	58,007	67,670	75,672	73,650	81,396	87,444

Note: Revised Estimates used for 2021-22, and Budget Estimates used for 2022-23; actuals used for all other years.

CRPF – Central Reserve Police Force; BSF – Border Security Force; CISF – Central Industrial Security Force; AR – Assam Rifles; ITBP – Indo-Tibetan Police Force; SSB – Sashastra Seema Bal; NSG – National Security Guard.

Source: Union Budgets 2015-16 to 2022-23; PRS.

Table 14: Vacancies in CAPFs (2012-20) (in lakhs)

Year	Sanctioned strength	Actual strength	Vacancies (in %)
2012	8.9	7.6	14%
2013	9.1	8.3	9%
2014	9.3	8.7	6%
2015	9.5	8.9	7%
2016	9.7	9	7%
2017	10.8	9.2	15%
2018	9.9	9.3	6%
2019	10.1	9.2	9%
2020	10.2	9.1	10%

Note: Figures for each year are as of January 1 of that year.

Source: Bureau of Police Research and Development; PRS.

Table 15: State-wise releases from NDRF in 2021-22 (as on December 9, 2021) (in Rs crore)

State	Releases from NDRF	% of total releases
Gujarat	1,000	28%
Jharkhand	200	6%
Karnataka	629	18%
Maharashtra	701	20%
Odisha	500	14%
Tamil Nadu	214	6%
West Bengal	300	8%
Total	3,544	

Source: Unstarred Question No. 2668, Lok Sabha, December 14, 2021; PRS.

¹ Report No. 231: 'Demands for Grants (2021-2022), Ministry of Home Affairs', Standing Committee on Home Affairs, Rajya Sabha, March 15, 2021, https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/15/143/231_2021_3_11.pdf.

² Data on Police Organisations, 2020, Bureau of Police Research and Development, Ministry of Home Affairs, October, 2020, <https://bprd.nic.in/WriteReadData/userfiles/file/202101011201011648364DOPO01012020.pdf>.

³ Report No. 220: 'Action Taken by Government on the Recommendations/Observations Contained in the Two Hundred Fifteenth Report on Working Conditions in Non-Border Guarding Central Armed Police Forces (Central Industrial Security Force, Central Reserve Police Force and National Security Guard)', Standing Committee on Home Affairs, December 11, 2019, https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/15/122/220_2020_9_12.pdf.

⁴ Report No. 221: 'Action Taken by Government on the Recommendations/Observations Contained in the Two Hundred Fourteenth Report on Working Conditions in Border Guarding Forces', Standing Committee on Home Affairs, December 11, 2019, https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/15/122/221_2020_12_16.pdf.

⁵ Report No. 214: 'Working Conditions in Border Guarding Forces (Assam Rifles, Sashastra Seema Bal, Indo-Tibetan Border Police and Border Security Force)', Standing Committee on Home Affairs, 2018, https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/15/107/214_2018_12_15.pdf.

⁶ Report No. 28: 'Central Armed Police Forces and Internal Security Challenges - Evaluation and Response Mechanism', Committee on Estimates, Lok Sabha, March 16, 2018, http://164.100.47.193/lssccommittee/Estimates/16_Estimates_28.pdf.

⁷ Report for 2021-26, 15th Finance Commission, February, 2021, https://fincomindia.nic.in/writereaddata/html_en_files/fincom15/Reports/XVFC%20Complete_Report.pdf.

⁸ Report No. 2: 'Action taken by the Government on the recommendations contained in Twenty-Eight Report (Sixteenth Lok Sabha) of the Committee on Estimates', Lok Sabha, 2020, http://164.100.47.193/lssccommittee/Estimates/17_Estimates_2.pdf.

⁹ Report No. 237: 'Police – Training, Modernisation and Reforms', Standing Committee on Home Affairs, February 10, 2022, https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/15/161/237_2022_2_17.pdf.

¹⁰ Report No. 215: 'Working Conditions in Non-Border Guarding Central Armed Police Forces', Standing Committee on Home

Affairs, December 12, 2018,

https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/15/107/215_2018_12_15.pdf.

¹¹ “Ministry of Home Affairs – Review of 2021”, Ministry of Home Affairs, Press Information Bureau, January 10, 2022.

¹² Data on Police Organisations, 2020, Bureau of Police Research and Development, Ministry of Home Affairs, October, 2020.

¹³ Report No. 230: ‘Atrocities and Crimes against Women and Children’, Standing Committee on Home Affairs, Rajya Sabha, March 15, 2021, https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/15/143/230_2021_3_12.pdf.

¹⁴ Report No. 176: ‘The Functioning of Delhi Police’, Standing Committee on Home Affairs, February 19, 2014, https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/15/15/176_2014_6_17.pdf.

¹⁵ Report No. 189: ‘Action taken by the Government on the Recommendations/Observations contained in the 176th Report on the Functioning of Delhi Police’, Standing Committee on Home Affairs, Rajya Sabha, December 7, 2015, https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/15/15/189_2015_7_15.pdf.

¹⁶ “Delhi police chief issues order to segregate duties”, The Hindu, November 28, 2021.

¹⁷ Report No. 184: ‘Action Taken by Government on the recommendations/observations contained in the 176th Report on the Functioning of Delhi Police’, Standing Committee on Home Affairs, December 12, 2015, https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/15/15/184_2015_7_15.pdf.

¹⁸ Report No. 203: ‘Border Security: Capacity Building and Institutions’, Standing Committee on Home Affairs, April 11, 2017, https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/15/15/203_2017_4_11.pdf.

¹⁹ “Government of India under leadership of Prime Minister, Shri Narendra Modi approves continuation of umbrella scheme of Modernisation of Police Forces (MPF)”, Ministry of Home Affairs, Press Information Bureau, February 13, 2022.

²⁰ Modernisation of State Police Forces (MPF) Scheme, Ministry of Home Affairs, last accessed on February 11, 2022, https://www.mha.gov.in/division_of_mha/Police%20Modernisation%20Division/modernisation-of-state-police-forces-mpf-scheme.

²¹ Unstarred Question No. 1017, Ministry of Home Affairs, Rajya Sabha, February 10, 2021, <https://pqars.nic.in/annex/253/AU1017.pdf>.

²² Audit Report (General and Social Sector) for the year ended March 2017 for Karnataka, Comptroller and Auditor General, https://cag.gov.in/sites/default/files/audit_report_files/Report_No_2_of_2018_-_General_and_Social_Sector_Government_of_Karnataka.pdf.

²³ Audit Report (General and Social Sector) for the year ended March 2016 for Maharashtra, Comptroller and Auditor General, https://cag.gov.in/sites/default/files/audit_report_files/Report_No_4_of_2017_%E2%80%93_General_and_Social_Sector_Government_of_Maharashtra.pdf.

²⁴ Audit Report on General, Social and Economic Sectors for year ending in March, 2018, CAG, 2020, https://cag.gov.in/uploads/download_audit_report/2017/Report%202%20of%202020%20GSES%202017-18.%20Jharkhand,%20Eng-05f6c7ef871cbb3.88824404.pdf.

²⁵ Report of the Fourteenth Finance Commission, 2014, http://www.thehinducentre.com/multimedia/archive/02321/14th_Finance_Commi_2321247a.pdf.

²⁶ Aims and Objectives, National Cyclone Risk Mitigation Project (NCRMP), last accessed on February 13, 2022, <https://ncrmp.gov.in/aims-objectives/>.

²⁷ The Disaster Management Act, 2005, https://ndma.gov.in/sites/default/files/PDF/DM_act2005.pdf.

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²⁹ Report No. 71: ‘Central Assistance for Disaster Management and Relief’, Standing Committee on Finance, Lok Sabha, http://164.100.47.193/isscommittee/Finance/16_Finance_71.pdf.

³⁰ Report for the year 2020-21, 15th Finance Commission of India, November 2019, https://fincomindia.nic.in/writereaddata/html_en_files/fincom15/Reports/XVFC_202021%20Report_English_Web.pdf.

³¹ National Disaster Management Plan, Government of India, 2016, <https://ndma.gov.in/images/policyplan/dmplan/National%20Disaster%20Management%20Plan%20May%202016.pdf>.

³² Report No. 211: ‘The Cyclone Ockhi- Its Impact on Fishermen and damage caused by it’, Standing Committee on Home Affairs, April 2, 2018, https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/15/101/211_2018_7_11.pdf.

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